

Single-event sports betting in Canada: Potential impacts



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Terms of Reference

Gambling Research Exchange Ontario provided research funds to the School of Psychology, The University of Sydney to undertake a rapid scoping review to map out the legislation and responsible gambling initiatives of different international jurisdictions that relate to single-event sports betting. This task was initiated by possible changes in the legal gambling environment landscape in Canada pursuant to the introduction of a legislative proposal to legalize single-event betting: private member Bill C-221 the Safe and Regulated Sports Betting Act repeals paragraph 207(4)(b) of the Criminal Code and amends the C290 Bill passed in 2012. The aim of the scoping review is to provide some comparative data outlining current regulatory requirements across international jurisdictions that might be used in informing decisions as to the impact of approving single-event betting.

Acknowledgements

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Executive Summary

1. Legislative requirements approving the nature, extent and type of sports betting, or its prohibition varies across international jurisdictions.
2. The definition of sports betting and which activities it encompasses are not clearly specified; some include horse racing while others include bets on activities outside the domain of sports, for example, elections, gender of royal babies and other non-sports related events.
3. Sport betting activities are popular and involve substantial amounts of money.
4. There is a dearth of empirical evidence available to guide policy decisions in respect to the potential impact on revenue, criminal behaviours or gambling-related harms following the approval of single-event sports betting.
5. Options for policy makers based on current data might include the maintenance of the status quo.
 - a. The benefits are that new forms of gambling are not introduced, or that the government is perceived as sanctioning an expansion of sports betting.
 - b. The disadvantage is that residents motivated to bet on single events will shift to overseas regulated or unregulated sites resulting in funds being transferred overseas (governments losing potential taxation revenue) and potential exposure to exploitation by unscrupulous operators.
 - c. It can reasonably be argued that only a slight increase in the prevalence of gambling-related harm would emerge given that the sports bettors interested in single-event sports betting can already participate in this form of gambling.
6. Approval and regulatory oversight of single-event sports betting has the advantage of:
 - a. Consumer protection by incorporating mandatory responsible gambling requirements as part of licence agreements.
 - b. Taxation revenue and retention of gambling funds onshore.
 - c. Most importantly, regulating single-event sports betting can provide an architectural structure that permits more effective monitoring, detection and prevention of illegal bets in the sports betting market.
 - d. A strong argument for approval rests on the notion that governments in collaboration with gambling operators and judicial agencies more closely monitor patterns of betting and the detection of aberrant or deviant patterns that might signal match fixing. Maintaining the integrity of sports is fundamental to public acceptance of sports as an activity that is both fair and reliant on skills in determining outcomes. However, the detection of match fixing is difficult and can only be detected in an environment that is regulated and monitored by appropriate authorities vested

with the task of maintaining integrity in sports. Such objectives cannot be achieved in the context of gambling overseas on regulated or unregulated sites.

Background

Sports betting activities have proliferated in recent years due to increased visibility through advertising campaigns and ready accessibility via multiple Internet platforms and devices. Data from Australia indicates that sports betting more than doubled in prevalence between 1999 to 2011 while all other forms of gambling declined (Gainsbury et al., 2015). The expansion of betting into the online platform has created a market where over 95% of wagers are placed online through websites or smart device apps (Gainsbury & Russell, 2015), with over four billion USD spent each year on online gambling (Stewart, 2011). However, few countries have enacted or updated legislation to keep pace with the growing online gambling market, effectively creating confusion around the legality of sports betting. As a consequence, legal loopholes, and ambiguity between laws and across jurisdictions as to what is legal, prohibited, permitted, or ill defined now permeates the field.

Single vs. multiple event sports betting

There are several different methods to bet on sports. The most common type of sports bets is *fixed odds* bets, where bookmakers price and adjust odds prior to the sporting event. Punters therefore know the exact odds they receive at the time of their bet, though the price can vary based on the amounts wagered on particular outcomes. Fixed odds bets can be placed on head-to-head wins, or in other words, the outcome of a single sporting event (single-event betting). Another method is *multi, accumulator, or parlay* fixed odds bets, which involve bets placed on the outcome of two or more sporting events. A parlay is treated as an individual bet, where winning is dependent on all of the multiple events occurring. The difference between single and multiple event betting is relevant to proposed changes to current gambling legislation in Canada.

Regulation of sports betting in Canada

Compared to many other countries, Canada has a unique policy structure in respect to gambling. Provincial and territorial governments exclusively control the operation of all gambling. Charities, First Nations and private operators provide provincially authorized gambling activities through operational arrangements. All operators work within the limitations of the Criminal Code 1985, which addresses gambling regulation and laws. With regard to sports betting, the code currently states that local sports betting companies, both online and land-based, can only offer parlay-style bets. However, these laws do not prohibit online offshore companies offering a full range of betting options to Canadians, including the currently banned single-event betting. Overseas sites regularly accept Canadian users, as there are currently no regulations that specifically prohibit them from accessing and betting on these sites. The Canadian Gaming Association estimates that Canadians spend around \$10 billion per year on single-event betting alone (Canadian Gaming Association, 2012).

The legal landscape in Canada, however, might soon change with the introduction of a legislative proposal to legalize single-event betting. The private member bill C-290 the Safe and Regulated Sports Betting Act is intended to repeal paragraph 207(4)(b) of the Criminal Code. The intention is to make it lawful for the government or licensed individuals/organizations of a province, to conduct and manage a lottery scheme

within that province which involves betting on a race, fight, *single* sport event, or an athletic contest. The Bill was first introduced in 2011, approved by the House of Commons in 2012 and sent to the Senate in March 2012. Despite testimony at hearings from law enforcement, provincial gaming operators, gaming regulators, international sports organizations, and problem-gambling experts all supporting change, the Bill did not progress past the senate. Three years later, the Bill was not passed after the announcement of the most recent federal election. After this, Bill C-221 the Safe and Regulated Sports Betting Act, was introduced by a member of parliament in Windsor Ontario. This bill has received a second reading, and is currently under debate.

Regulation of sports betting internationally

The regulation of sports betting varies significantly between countries. Each country's policy on sports betting often depends on a complex set of laws at both a federal and state level. While sports betting, both land based and online, is illegal in several countries (e.g., United States [excluding Nevada], Indonesia, Thailand, Vietnam, North Korea, Ukraine, and Pakistan), there are numerous countries where all forms of sports betting (including single-event betting) are legal, providing that gambling operators are licensed by the relevant authority (e.g., Great Britain, Australia, New Zealand, Italy, France, Macau, & Spain; Anderson, Blackshaw, Siekmann, & Soek, 2012). Regulated sports betting typically involves restrictions and harm minimization measures designed to protect vulnerable consumers from gambling-related harm, protections for the integrity of sport (i.e., match-fixing), and guidelines to ensure that betting practices are conducted fairly and openly (Littler & Fijnaut, 2007). The recent proliferation of online sports betting presents major policy development challenges, given the global nature of the Internet (Gainsbury, 2012).

Purpose of the review

This scoping review aims to map out the legislation and responsible gambling initiatives of different international jurisdictions that relate to single-event sports betting. In doing so, this review will provide overall recommendations regarding sports betting regulation based on a review of the regulatory and responsible gambling initiatives imposed by different countries.

Methodology

Search Strategy

Initial Search

The following electronic databases were comprehensively searched: PsycINFO, PubMed, Scopus, MEDLINE and Web of Science. The search terms used were sport* AND (bet* OR wager* OR gamb*) AND (law OR legal OR legislation OR regulat* OR policy) followed by each country's name. This was to ensure adequate coverage of all international jurisdictions targeted; North and South America, Africa, Canada, United States, Australia, Asia and Europe. Following this, the same search terms were used in the *Google* search engine to retrieve grey literature such as government reports, legal documents, and opinion and commentary pieces (e.g., news articles, blogs). The dates of articles or documents were not restricted in order to capture all relevant laws and policies. A hand-search method was also used to identify relevant articles, reports and legal documents not found in the initial searches.

Inclusion/exclusion criteria

The inclusion criteria for this review were all material (i.e., academic journal articles, laws and legislation, reports, news articles and opinion pieces) relevant to sports betting laws and responsible gambling initiatives across different countries. Originally, opinion pieces and commentary articles were to be excluded; however as the literature and government sites written in English were sparse for some countries, it was important that these were included in the results, as they provided laymen's explanations of various legislation and current political events. Thus, exclusion criteria included (a) non-English journal articles and reports, and (b) legislation not pertaining directly to sports betting.

Quality assessment

The non-legislative literature (grey or non-academic peer-reviewed publications) was evaluated using a quality assessment tool developed by the researchers for purpose of this report, and adapted from Leigh, Mathers, & Towlson, (2009). The tool assess literature based on: 1) authority (i.e., who published the study and the estimated degree of credibility based on position and range of publications on the topic); 2) recency (i.e., currency of publication date), and; 3) purpose and intention (i.e., advocacy and/or conflicts of interest). There were 71 publications (Google Search grey literature) rated according to these sets of criteria with the results summarized in Table 1. Admittedly a rough estimate, this metric does provide some indication of the quality of the content reported.

Table 1: Criteria used to obtain a metric estimate of quality

	Low (1)	Mod (2)	High (3)	Weight
Authority (who published the study and credibility)	Author or publisher is unknown or has few publications in this area	Evidence of some publications in this area by author or publisher	Author or publisher is a known authority in this area	x 0.3
Recency (how recent is the publication?)	Date is unknown or older than 10 years old	Reference is between 5-10 years old.	Up-to-date source, published in the last 5 years	x 0.2
Purpose & intention (bias)	Newspaper (or online) article opinion, forum, blog, website – not evidenced	Trade magazine/commercial paper/Book/website – might have some bias	Conference paper/academic journal paper – peer reviewed OR Government resource.	x 0.5

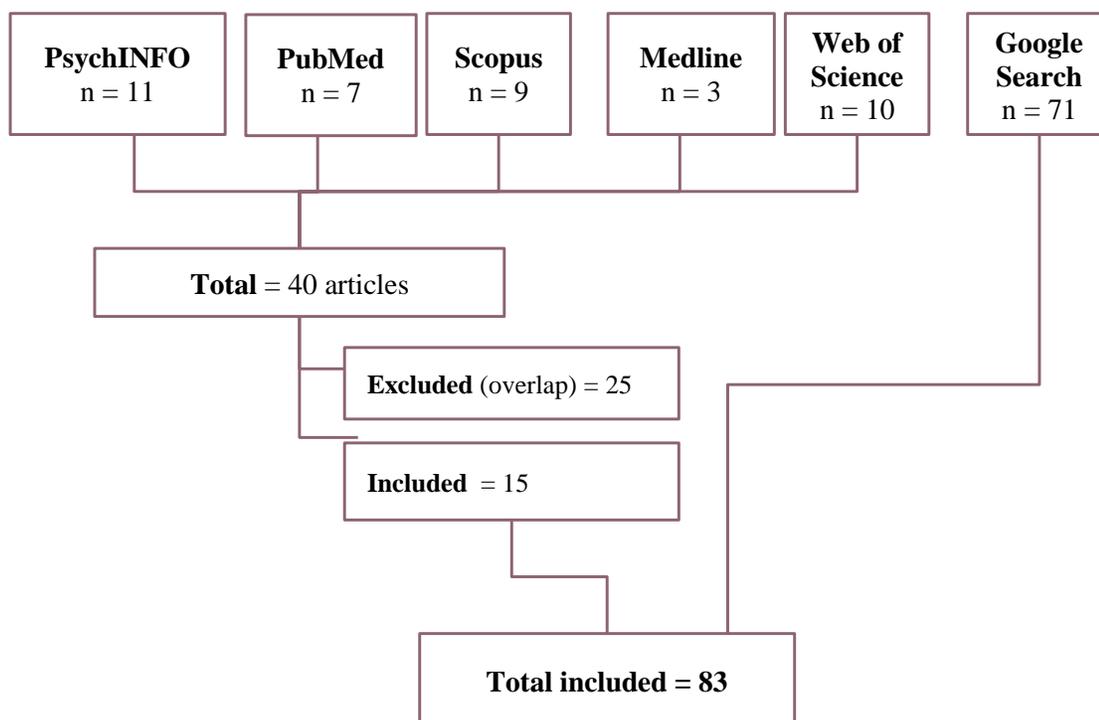
An obtained weighted score of 1 - 1.5 = low, 1.6 - 2 = moderate, and >2 = high estimated quality.

An inter-rater reliability check indicated an initial agreement rating of 81.69% using the quality assessment tool (58/71 sources). Thirty-nine of these sources were allocated a high, 13 a moderate ratings, and 19 a low ratings. The latter ratings were due to the sources being newspaper and online blog publications found countries where the laws were written in another language and not accessible except through these tangential methods. These were deemed relevant since they provided at least some insights into the pertinent legislation.

Results

Included studies summary

The flowchart below sets out the included references relating to single-event sports betting. These references do not include actual government legislative Acts or regulations.



Broad categorizations of regulations for sports betting

The prohibition or regulation of sports betting can be summarized in four broad categories:

Full prohibition

Specific gambling laws deem the operation and participation in both land-based and online sports betting as illegal in the province, country, or jurisdiction.

Partial prohibition

Specific gambling laws deem either land-based or online sports betting as illegal. Frequently, online sports betting activities are illegal, while land-based sports betting are legal. Partial prohibition is usually under the control of a state owned or state-supported monopoly system and/or with limits on the type of sports that can be bet on, or the types of bets that can be placed.

Furthermore, in some cases in Asia, sports betting activities are illegal throughout the country except in special dedicated economic zones approved by the government to have special exemptions. This is described in detail in the results section, under the relevant Asian countries.

Partial regulation

Specific gambling laws address *either* land-based or online sports betting, but not the two together. More often than not, gambling laws state that land-based sports betting is legal and operators need to meet specific licensing requirements if they wish to offer sports betting in that country. Licensing requirements may allow either state owned operators, or private operators from acquiring a license only.

No laws specifically address online sports betting, which therefore remains in a legally grey area and unregulated.

Full Regulation

Specific gambling laws deem both land-based and online sports betting as legal and state specific licensing requirements that operators need to meet if they wish to offer sports betting in that country. Licensing requirements may allow:

- A monopolistic system (state owned or state-supported); or
- A licensing system for private operators; or
- A mix of both (i.e., land based sports betting may fall under a state monopoly, and online sports betting licences are available to private operators).

Appendix 1 provides a summary Table of the prohibition or regulation of each included jurisdiction and their individual countries.

Sports betting laws and regulations

The following section summarizes the current laws and regulations covering sports betting for each included jurisdiction and their individual countries. Where specific betting options are banned, such as single-event betting, it is mentioned in the summary for that country. Unless specifically mentioned, laws regarding sports betting refer to all betting types available in that country (e.g., single-event, parlay, and pool betting).

United States of America

The Professional and Amateur Sports Protection Act (PASPA) of 1992 is the federal law that prohibits American states from authorizing sports betting. However, four states (i.e., Oregon, Montana, Delaware, and Nevada) are exempt from this law because they permitted sports betting prior to the enactment of PASPA. As these four states have provision over sports betting in their respective jurisdictions, sports betting is or is not offered based on state government decisions. In Oregon, sports betting activities were legal for National Football League (NFL) games prior to 2007. However, to be eligible to host the National Collegiate Athletic Association (NCAA) Men's Division I Basketball Tournament, the state of Oregon had to eliminate sports betting. Therefore, after the 2006/2007 NFL season was complete, all sports betting became illegal in Oregon. Although Montana permits fantasy football betting and fantasy racing bets, betting on actual sports is illegal.

Delaware does not allow single-event sports betting but does permit parlay bets consisting of three or more individual games (Delaware State Lottery, 2015). The Delaware State Lottery Office Sports Lottery Rules and Regulations govern sports betting activities in Delaware. Licences are required for both bookmakers

and sports lottery retailers. Sports betting activities are not permitted on amateur, collegiate, and professional sporting events that involve a team from Delaware. Nevada offers the most options for sports betting in the United States and is governed by the Nevada Gaming Control Act (adopted in 1959, current amendment 2016). Nevada is the only state that offers single-event sports betting. In Nevada, land-based and online sports betting is permitted through licenced venues; however some betting companies also provide sports betting on mobile devices (i.e., smart phones, tablets) through their apps. New Jersey has recently failed to approve sports betting in casinos on the premise that it violated the Professional and Amateur Sports Protection Act (PASPA).

Australia

Online Sports Betting in Australia

Sports betting activities are legal in Australia and regulated individually by each state and territory. The states and territories differ in their regulatory framework wherein some offer a monopoly licence (e.g., Northern Territory), and others offer a licencing system for sports betting. At the national level, the Commonwealth under the Interactive Gambling Act 2001 (current amendment 2016) regulates online sports betting activities. Specific types of online gambling are permitted under this act, including sports betting. Thus, it is lawful for Australians to place sports bets with local and overseas providers, as well as Australian-based gambling providers to offer sports bets to local and international customers.

Africa

Central Africa

In all but three of the Central African nations, land-based sports betting is legal and regulated; either through a licensing system (e.g., Angola and Chad) or through a state owned or backed monopoly system (e.g., Cameroon and the Democratic Republic of Congo). On the other hand, online sports betting remains largely unregulated in these countries with no specific laws addressing it; essentially rendering it legal for residents to gamble on foreign gambling websites and for foreign operators to offer their services to Central African customers. The only exception to this is in Chad, where operating an illegal gambling establishment, whether land based or online, is illegal. The Central African Republic, Equatorial Guinea and Gabon do not regulate either land-based or online sports betting for the moment.

East Africa

The vast majority of countries in East Africa have legalized and regulated land-based sports betting under a licencing regulatory framework. One of the few exceptions to this is Somalia, which deems gambling unlawful under Islamic law.¹ Although online sports betting activities are legal in many East African nations, these are not tightly regulated. This means that residents can often easily bet on foreign gambling websites and operators can lawfully offer their services in that country (e.g., Ethiopia, Mauritius, Tanzania, Uganda and Zambia). One exception is Kenya, where both land-based and online sports betting are legal and regulated by the Betting Control and Licensing Board, but online sports betting is only available from one state-supported operator. From the sparse information available on gambling laws in Madagascar and South Sudan, it appears that neither country currently regulates either land-based or online sports betting.

¹ Footnote 1: It is unlawful to gamble as a Muslim for several reasons. Firstly, one ought to earn a living by honest, serious work, and therefore gambling and relying on luck to gain money is contrary to this principle. Muslims must also not participate in gambling for recreational purposes, as due to the addictive quality of gambling, it can cause a gambler to neglect his responsibilities to society and the Creator (al-Munajjid, 2016).

Northern Africa

Northern Africa consists predominantly of Muslim countries wherein Islamic (Sharia) Law forbids gambling. This is reflected in many of the national and state laws of North African countries where gambling is illegal. However, the prohibition refers specifically to restrictions on the provision of gambling, rather than penalties for users who access them. As such, many North Africans access offshore sports betting through websites using VPNs, and while there are no laws prohibiting users from placing bets, moral and religious repercussions may ensue (Arabian Betting, n.d.). There are some exceptions, for example, in Morocco, La Marocaine des Jeux et des Sports obtained a decree by the Prime Minister to operate sports betting out of Morocco. Similarly, Pari Sportif Algériene, the company responsible for operating the Algerian lottery, was permitted to offer sports bets to the Algerian people to support the country's athletes.

South Africa

Sports betting activities are legal in South Africa and regulated via a licencing system. Sports bets that are considered by definition 'sports pools' are regulated via the Lotteries Act 1997, whereas sports wagers are regulated via licences distributed by provincial statutes in each South African province (Anderson et al., 2012). Under the National Gambling Act 2004, online sports betting activities are lawful for both South African providers and users, granted the provider holds an appropriate gambling licence.

West Africa

Sports betting activities are legal in 11 of 18 West African countries. For most, licencing systems apply, whereby land-based gambling outlets are regulated, but little is mentioned of online gambling operations, leaving one to assume these are relegated to the unregulated market sector. Of these countries, there are no laws prohibiting users from accessing offshore providers, presumably because laws are out-dated and many West African nations have little Internet penetration. Three countries outlaw sports betting (Mauritania, Gambia, and Sao Tome and Principe), primarily because it contradicts Islamic Law. The remaining four countries (Guinea-Bissau, Mali, Island of Saint Helena, and Senegal) either do not mention sports betting regulation or prohibition, or have unclear positions wherein there is no legislation prohibiting it but religious (Islamic) Laws render it a precarious activity for users (e.g. in Mali).

South America

Most countries in South America have some form of legal gambling, however, the laws and regulations that cover sports betting vary across the different countries. For example, land-based and online sports betting are legal in Argentina and Venezuela. Chile is similar in that land-based and online sports betting are legal, provided operators meet specific licencing requirements. In Peru, Brazil, and Columbia, Bolivia, Guyana, and Paraguay, land-based sports betting is legal and regulated; however online sports betting appears to be unregulated (Borges, 2012; Peter, 2016a). Pasha Gaming Group provides sports betting for Suriname and Guyana via companies Suribet and Superbet, respectively. Both appear to operate via monopolistic systems wherein all bets must be placed with the respective betting company on its website or at its land-based shops (Guyana Chronicle, 2012; Superbet, 2016; Suribet, 2013). Suriname residents are not prosecuted for accessing offshore online providers (Suribet, 2013). Land-based and online sports betting is legal in Uruguay via a state monopoly owned by the National Lotteries. Only pari-mutuel sports bets are accepted through the state lottery company Supermatch, and only on certain sporting events (Supermatch, 2016). All forms of sports betting are illegal in Ecuador.

Asia

A select few countries in Asia have enacted full prohibition over sports betting; these include, Bangladesh (Public Gaming Act, 1867), Myanmar, Nepal, North Korea, Pakistan (Prevention of Gambling Act, 1978), Thailand (Gambling Act B.E. 2478, 1935), and Vietnam (Penal Code, 1992).

Middle East

The vast majority of countries in the Middle East are influenced by Islamic Law, which prohibits all forms of gambling. Countries that have prohibited all forms of gambling include Afghanistan, Bahrain, Indonesia, Iraq, Iran, Jordan, Kuwait, Oman, Qatar, Saudi Arabia, Syria, Tunisia, United Arab Emirates, and Yemen. Lebanon with both a large Christian and Muslim demographics prohibits sports betting and restricts gambling to one site, the Casino du Liban.

Cambodia

The Law on Suppression of Gambling 1996 is the primary piece of gambling legislation in Cambodia. This legislation strictly prohibits gambling, including both land-based and online sports betting, in all places, throughout the country, except those permitted by the Royal government. Even though online sports betting Lebanon not specifically mentioned, it is generally included under this law. Sports betting is permitted for foreigners in certain border zones (e.g., Poipet), which the government has deemed as special economic zones (Peter, 2015a). Land-based operators in these zones are also permitted to offer online sports betting. Unlike many other country's laws, illegal gambling operators *and* individuals who use these websites can be prosecuted under Cambodian law (Peter, 2015a).

China

Under the Criminal Law of the People's Republic of China (1979; current amendment 2006) sports betting, both land-based and online, is only legal if betting with the approved bookmaker, the China Sports Lottery. This bookmaker is licenced and regulated by the government, and has been in existence since 1994, after the State Council authorized the China Sports Lottery Administration Centre to issue a sports lottery to sponsor the development of the sports industry (Wu & Lau, 2015). Both weekly lotto/pool games (in which results for X amount of matches needs to be chosen at once) and traditional betting options such as single-event and parlay bets are offered (AGTech, 2016).

Egypt

Land-based sports betting activities were unregulated in Egypt until 2005 when a partnership between the Egyptian National Post Organization and a Greek lottery organizer (Intralot) made a national sports lottery available. Online sports betting remains unregulated (BetBind, n.d.; Peter, 2015c).

Hong Kong

The Gambling Ordinance Law (1977; current amendment 2006) prohibits both land-based and online sports betting, except that which is conducted through the Hong Kong Jockey Club (HKLC). It is both illegal for other companies to offer their services in Hong Kong and for players to place bets with these companies.

India

In India, gambling is presently regulated by the Public Gambling Act (1867), and the Information Technology Act (2000). The Public Gambling Act prohibits land-based sports betting and only allows some forms of skill-based games (e.g., horse-race betting and rummy). Similarly, the Information Technology Act prohibits online sports betting and actively seeks to block foreign bookmakers from operating in India. However, it does not prohibit residents from accessing foreign websites (Benegal, 2013). This single Act seems to be inadequate in addressing Internet gambling, allowing both domestic and foreign gambling companies to operate with impunity in India (Srikanth & Mattamana, 2011).

In addition to global legislation, state governments have the authority to create their own laws relating to sports betting and gambling. Only two states, Sikkim and Goa, presently allow land-based sports betting (Vaish, 2014), and only Sikkim has enacted an online gaming statute regulating online operators. This statute permits online sports betting with a licensed bookmaker (Sikkim Online Gaming Act, 2009).

Israel

Under the Law for Regularization of Sports Betting 5727 (1967), sports betting activities are only legal through the Israel Sports Betting Board (ISBB). This law also applies to online sports betting, even though it does not specify online gambling in the law (Gurtler, 2015). The law also does not specify if unlicensed operators, or players who access such websites can be prosecuted.

Japan

Under the Penal Code 45, Articles 185-187 (1907; current amendment 2007) gambling is strictly prohibited. However, subsequent acts allow limited land-based sports betting on select events (Yamazaki & Mabuchi, 2011) only; Keirin (Bicycle racing; Bicycle Racing Act, 1948); motorboat racing (Motorboat Racing Act, 1951); and motorcycle racing (Motorbike Racing Act, 1950).

Additionally, it is legal to bet on professional Japanese football leagues through the national lottery system (Toto; Act on Sports Promotion Voting, 1998). All legal sports betting on these forms involve parlay style bets only, single-event betting is not legally offered. Legally, online sports betting activities are only available through Toto and on the aforementioned sporting events. However there is no specific legislation that prohibits players from accessing foreign websites.

Laos

All land-based gambling is illegal in Laos (Penal Law Article 83, 1989; current amendment 2006). However, foreigners are exempt from this law and may legally place wagers at bookmakers in special economic zones, which the government leases out for the purpose of foreign trade (AsiaBet.org, n.d.). Additionally, as of 2014 the state lottery Lao Development Lottery State Enterprise now offers online football wagering, both in the form of single bets and parlay style bets (Amsel, 2014).

Macau

The Gaming Inspection and Coordination Bureau (DICJ) is the government unit that oversees all gambling activities in Macau, with the Macau Gaming Law No. 16 (2001) establishing the legal framework for the operation of all forms of gambling. A large collection of legal articles including constitutional, administrative, tax, company, criminal and contract laws further regulate gambling activity. Under current legislation, sports

betting (land-based and online) is restricted to two sports; football and basketball, and may only be carried out through Macau Slot Co Ltd, whose monopoly on sports betting provision in Macau has recently been extended to 2021 (Blaschke, 2016). However, there are no specific laws that prohibit gambling on foreign gambling sites.

Malaysia

Gambling is prohibited under Islamic law and under the Betting Act (1953; current amendment 2006). However, even though Sunni Islam is the official religion of Malaysia, such laws do not apply to residents of non-Islamic faith. Thus, land-based sports betting is legal for those of another religion, on the condition that it is conducted through a licenced operator (The Jerusalem Post, 2010; Betting Act, 1953; current amendment 2006). The Common Gaming Houses Act (1953) allows the Minister of Finance to grant licences to businesses that wish to operate a gaming venue. Online gambling is prohibited, and operators who offer gambling to residents can be prosecuted. However, there appears to be no laws that address players accessing and gambling on unlicensed sites.

Philippines

The Presidential Decree 1602 (1978) provides legislation for gambling in the Philippines. Land-based sports betting is legal only through the government owned Philippine Amusement and Gaming Corporation (PAGCOR; The Philippine Amusement and Gaming Corporation, n.d.). PAGCOR also provides the only legal form of online sports betting, however wagers must be placed at dedicated e-stations (internet cafes). Furthermore, in 2012 the Court of Appeals ruled that the current legislation does not specifically ban online gaming, rendering it legal to bet through any online operator (Bell, 2012).

There is also a special Economic Zone (Cagayan Special Economic Zone and Freeport), which is subject to its own rules and provides separate licences for gambling (both land-based and online; Cagayan Special Economic Zone and Freeport, 2016). However these only cater to foreign players and it is illegal for the local Filipino population to place bets with any company licenced there.

Singapore

Under the Betting Act (1960; current amendment 2011) and the Common Gaming House Act (1961; current amendment 1987), land-based sports betting is legal but only through the government established Singapore Pools company (Winslow, Cheok, & Subramaniam, 2015). Similarly, under the Remote Gambling Act (2014) online sports betting is illegal unless it is via an approved and licenced operator, which currently, is Singapore Pools. Under this act, individual players can also be prosecuted for gambling with unlicensed or foreign operators (Peter, 2015b).

Sri Lanka

Land-based sports betting is legal and regulated under the Betting and Gaming Act, and several Legislative Enactments and Levies (AsiaBet, n.d.). Online sports betting however remains unregulated and Sri Lankans can access foreign websites without prosecution.

South Korea

The Criminal Act Chapter 23 (1953; current amendment 2013) bans all forms of gambling, except those which are operated in accordance with other specific laws (Eun & Park, 2015). Land-based sports betting is

legal and is regulated by the Ministry of Culture, Sports and Tourism, which regulates motorboat racing, cycle racing (Cycling and Motorboat Racing Act), and sports offered through SportsToto (National Sports Promotion Act). SportsToto only offers a select few sporting events including football, basketball, baseball, volleyball, golf and Korean sumo wrestling.

Online sports betting activities are prohibited under the same law, as the law does not differentiate between land-based and online gambling. None of the approved operators currently offer online betting (Criminal Code, 1953). The code not only punishes operators but also individuals who gamble on illegal forms or with unlicensed operators.

Taiwan

In Taiwan all gambling is prohibited, except that with the official lottery (Criminal Code, 1928; current amendment 2010), and more recently the sports lottery (Sports Lottery Issuance Act, 2011). The Sports lottery is offered by the government supported TaiwanSports Lottery (which offers a type of sports lottery or pool betting only), and is regulated by the Ministry of Education's Sports Administration (Lee, Huang, Jiang, & Lee, 2012). The Lottery also offers the only legal form of online sports betting.

Europe

Jurisdictions part of the European Union

The European Union (EU) is a politico-economic union of 28 member countries including, Austria; Belgium; Bulgaria; Croatia; Cyprus; Czech Republic; Denmark; Estonia; Finland; France; Germany; Greece; Hungary; Ireland; Italy; Latvia; Lithuania; Luxembourg; Malta; Netherlands; Poland; Portugal; Romania; Slovakia; Slovenia; Spain; Sweden; and the United Kingdom.²

There is no sector-specific EU gambling legislation, instead individual countries, both those part of the EU and outside it, each have their own national gambling legislation and measures ("Gambling - Growth - European Commission," 2016). Nonetheless, gambling national regulatory frameworks should comply with EU law on market principles and rules (e.g., not restricting cross border supply of online gambling between EU member countries) or gambling operators have the potential to take action against those countries in the Court of Justice of the European Union (CJEU; European Commission, 2012).

Therefore, the following section summarises national legislation and regulation under the individual European countries, even for those countries that are part of the European Union.

Albania

Despite 70% of its population identifying as Muslim, Albanian law does permit sports betting (Focus Report, 2012). Under the Gaming Law 10 033 (2008), operators may offer sports betting on the condition that they obtain a license from the regulatory body, the Ministry of Finance and Gambling Monitoring Unit (Focus Report, 2012). Online sports betting regulation is relatively new and not enforced, meaning Albanians can still easily bet on foreign and unregulated gambling websites (Focus Report, 2012).

² Due to recent developments (Brexit voting results) the United Kingdom may soon no longer fall under the European Union.

Armenia

Both land-based and online sports betting are legal and regulated in Armenia. Gambling operators must obtain a license from the Ministry of Finance if they wish to operate either a land-based or online gambling business legally (Analysis, 2012; Law of the Republic of Armenia on Games of Chance and Casinos, 2003).

Austria

In Austria, gambling law is distinguished along two different stake sizes. *Proper* gambling, involves large sums of money and is only available in licenced Casinos, while *small* gambling involves any game with a wager of 50 cents or less and is available anywhere (Gambling.com, n.d.). Small gambling, which includes sports betting (both land-based and online), is not covered by the federal legislation Law on Games of Chance (1989), but instead falls under the jurisdiction of individual states, whose gambling regulations vary from state to state (Swiss Institute of Comparative Law, n.d.-a). Those states that do allow sports betting tightly regulate it and gambling operators must apply for a license in the state they wish to operate in (Swiss Institute of Comparative Law, n.d.-a). Tight regulatory laws are also non-compliant with European Union Law according to a 2014 CJEU verdict, however no changes to Austrian gambling laws have been made since the verdict (Stradbroke, 2014). Furthermore, foreign operators, who provide services to Austrians without a licence, can be punished under federal law, however there is no direct law against Austrians betting on foreign/unlicensed websites.

One form of sports betting, called Toto (lotto/pool betting) is regulated by the federal Law on Games of Chance (1989). Here, players bet on the outcome of several sporting events and the prize money is divided into several win categories and divided accordingly amongst the winners. A license from the Federal government is required to operate this type of sports betting.

Azerbaijan

Lotteries and sports betting are illegal forms of gambling in Azerbaijan. Sports betting is heavily licenced, with only one business (Topaz) operating and providing online and land-based sports betting in Azerbaijan (Peter, 2015d). The prohibition of other forms of gambling is largely due to the vast Muslim population, as Islamic teachings prohibit gambling.

Belarus

Land based sports betting is legal and regulated under the National Register of Legal Acts of Republic of Belarus (2001) and several normative acts (Danilevich & Yurieva, 2011). Gambling operators must obtain a license in order to offer land-based sports betting. All online gambling is currently illegal in Belarus, including local and foreign operators. For local companies, no local and legal domain names exist for gambling websites and the law states that it is illegal to offer goods and services using foreign hosting or domain names (Danilevich & Yurieva, 2011).

Belgium

Land-based and online sports betting is legal and regulated under the Gambling Act (1999; current amendment 2010) and businesses must be granted a license by the Gambling Commission to operate either a land-based or online sports betting company (Van Den Brande, 2015). However, to be granted an online licence, businesses must first be granted a land-based licence, of which there are only limited numbers available and preference is given to Belgium businesses (Van Den Brande, 2015). This restriction, not only makes acquiring a licence for foreign operators difficult, but also results in non-compliance with EU law.

Bosnia/Herzegovina

In both Bosnia and Herzegovina, sports betting activities are legal and regulated by the Republic Administration for Games of Chance (Law on the Games of Chance, 2001; current amendment 2015). Operators who wish to provide land-based and online gambling must apply for a licence and meet strict licencing requirements.

Bulgaria

All forms of gambling are legal and heavily regulated. Sports betting operators who wish to offer services to Bulgarians must acquire a license from the state regulatory authority, the Commission on Gambling (SGC; Ministry of Finance of the Republic of Bulgaria, 2015). Currently, land-based sports betting falls under a monopoly of the state-run Sports Totalizer, while online sports betting, which is regulated under the Gambling Act (2012), offers licences to private companies. There are no official laws prohibiting people from accessing overseas sports betting websites.

Croatia

Sports betting activities are legal and regulated in Croatia. Land-based sports betting falls under the Games of Chance Law (Zakon o igrama na sreću, 2009), while online sports betting is regulated under the Ordinance on Interactive Online Casino Gaming (2010), which details rules for all forms of online gambling. Under these laws, gambling operators who wish to offer either land-based or online sports betting need to meet strict licencing requirements. Neither law addresses Croatians betting on unlicensed websites.

Cyprus

Both land-based and online sports betting are legal and regulated by the National Betting Authority (Betting Act, 2012). Gambling operators who wish to provide sports betting, can apply for two different licences; Class A for traditional land-based betting, and Class B for online sports betting (which a business can only successfully obtain once they possess a land-based licence or are partnered with a local company; Hartsiotis, 2012).

Czech Republic

Law no.202 (1990) provides legislation for land-based and online sports betting in the Czech Republic. Operators who wish to offer either land-based or online sports betting must obtain a licence issued by the Ministry of Finance. There is no current specific provision for online sports betting, and is instead included in the “other games” section of Law no.202. This section states that foreign companies are prohibited from offering gambling activities, and it limits permissions to do so to legal entities in the Czech Republic only (Szczyrba, Mravčík, Fiedor, Černý, & Smolová, 2015). However, little has been done to clamp down on international companies offering gambling to the Czech Republic or players using these websites. The government is currently debating new bills which specifically include online betting, which would improve licensing around these issues and comply with EU laws (Szczyrba et al., 2015).

Denmark

Both land-based and online sports betting are legal under the Danish Act on Gambling (2010) and regulated by the Danish Gambling Authority (DGA; Spillemyndigheden, n.d.). Under this law, the government is also able to actively block unlicensed websites.

Estonia

Sports betting activities in Estonia are governed by the Gambling Act (2009), which states that all operators (both land-based and online) must hold an appropriate and valid licence to offer gambling in Estonia. This law also allows the government to actively block unlicensed sites, however there are no specific laws that prohibit people from using unlicensed gambling websites (Korpi, 2009).

Finland

Land-based and online gambling is legal (Lotteries Act, 2001) and run by a government-granted monopoly. The National Lottery Veikkaus currently owns the contract for sports betting (Selin, 2016; Tammi, Castrén, & Lintonen, 2015), with other private companies prohibited from offering any sports betting services. In 2007, the EU challenged the compliance of Finland's national gambling laws and its state monopoly with EU law, however Finland has maintained that its monopolistic system exists only to reduce and prevent gambling opportunities (which would comply with EU law; Stranius & Nevalainen, 2008).

France

Land-based sports betting is legal (Law no.476, 2010) and regulated by the Consultative Committee for Gambling and is currently run by the state-supported Française des Jeux (Valleur, 2015). Under the same law, private operators who have obtained a licence from the French Online Gaming Regulation Authority (ARJEL) are permitted to offer online sports betting.

Georgia

Land-based and online sports betting are legal and regulated by the government. Licences are issued to gambling operators who meet specific legal requirements (Peter, 2016j).

Germany

Except for certain aspects of sports betting which are covered at a federal level in order to create uniformity, in general, it is the responsibility of the separate 16 states of Germany to regulate gambling (Reiche, 2013). Under the Glücksspielstaatsvertrag or Interstate Treaty on Gambling (ITG; 2011) private providers are prohibited from offering both land-based and online sports betting, instead a state monopoly exists. Land-based sports betting is only allowed in betting shops, with the legal number of betting shops allowed in each state varying considerably between the different states (Reiche, 2013).

Historically, all states joined this treaty, except for one state, Schleswig-Holstein. Schleswig-Holstein instead created its own laws, which state that private operators could offer sports betting, as long as they had an appropriate licence. However, in 2013, they joined the Interstate Treaty on gambling (ITG), but were unable to revoke the licences granted so far. Therefore, sports betting licences supplied under the Gaming Act of Schleswig-Holstein remain valid to this day (Reiche, 2013).

Following various decisions by the Court of Justice of the European Union, the German administrative court, and the Federal Court, it was deemed that Germany's current sports betting laws violated European Union (EU) open trade law (Reiche, 2013). In response, Germany updated their laws and under the amended Glücksspielstaatsvertrag (2013), 20 online sports licences were made available to private operators.

However as the licencing process has been beset with problems, no licences have yet been issued. In the meantime, state-owned sports betting providers have been permitted to continue their current online operations (Reiche, 2013).

Greece

Land-based and online sports betting are legal and regulated under the Omnibus Gaming Law (2011). Under this law, land-based sports betting activities are the monopoly of the state-owned operator: Greek Organization of Football Prognostics (OPAP). Private operators who have obtained a valid Greek licence can offer online sports betting. The current monopoly system also does not comply with EU law.

Hungary

Under the Gambling Act (1991; current amendment 2011), both land-based and online sports betting is legal in Hungary and regulated by the National Tax and Customs Administration of Hungary (NAV). Both are currently the monopoly of the state-sanctioned Szerencsejatek Zrt, with all other operators banned from offering their services (Swiss Institute of Comparative Law, n.d.-b).

Iceland

Most forms of gambling in Iceland are prohibited, unless they are not-for-profit, for charity, or have been given permission by the Ministry of Justice (Criminal Code, 1998; Law on Lotteries no.38, 2005). Under these laws, land-based sports betting may be offered with an appropriate licence obtained from the Ministry of Justice, and with all revenue invested in not-for-profit charitable causes. Currently the only company that is legally able to offer sports betting is Islensk Getspagaetraunir, which only offers pool and fixed-odds betting (Muller, 2014). Online sports betting activities are considered illegal but there are no laws prohibiting residents from using unlicensed websites.

Italy

Law no.383 (2001) entrusts Agenzia delle dogane e dei Monopoli (ADM) to regulate state functions related to gambling. Under this law, sports betting activities are legal providing the operator holds an Italian licence or has a business arrangement with one. Similarly, the Decree on Liberalization (2007) made online sports betting legal provided it was with a licenced operator. Operators who do not follow these rules can be prosecuted and blacklisted.

Kazakhstan

Under the Law on Gambling Business/Gambling Law (2007; current amendment 2015), land-based sports betting is legal and regulated by the Committee of Sports and Physical Training Affairs of the Ministry of Culture and Sports of the Republic of Kazakhstan (Madin, 2015). Under this same law, online sports betting activities are prohibited and foreign sites are actively blocked. However there are no laws prohibiting individual players from using these websites (Madin, 2015).

Latvia

Sports betting was legalized and regulated in 2003 and is under the supervision of the Lotteries and Gambling Supervisory Inspection (IAUI; Gambling Law, 2005; current amendment 2011). Online sports betting activities are legal, as long as the operator holds an appropriate general gambling licence issued by

the IAUI. The Gambling Law was amended in 2011 to include bans on unlicensed operators and penalties for individual players using their sites.

Lithuania

Sports betting activities are legal and regulated under the Gaming Regulations Act (2001; current amendment 2016), which states that land-based operators must obtain a local gambling licence to offer sports betting in Lithuania. Amendments in early 2016 regulated online sports betting through a similar licencing system, which is overseen by the Gaming Control Authority GCA, under the Ministry of Finance. As part of this new amendment, strict laws prohibit unlicensed operators from offering sports betting to citizens (Amsel, 2016).

Luxembourg

Under the Loterie Nationale Law (2009) and the Law Article 1 (1977) the only legal operator of both land-based and online sports betting is the state run Loterie Nationale (Bonn & Kitai, 2005). The law does not mention banning residents from gambling on online unlicensed websites.

Macedonia

Under the Law of Games and Chance (2013), land-based sports betting is legal and regulated, provided operators hold a valid licence from the Ministry of Finance before offering their services in Macedonia. Online sports betting activities are still unregulated with no specific laws addressing it.

Malta

Under the Lotteries and Other Gaming Act (2001; current amendment 2014), gambling is legal and regulated by the Malta Gaming Authority (MGA, formerly Lotteries and Gaming Authority, LGA). Online sports betting is covered by the Gaming Regulations Law (2004) which states that operators may offer online sports betting provided they obtain a valid licence and are registered in Malta (Malta Gaming Authority, n.d.).

Moldova

Land-based sports betting is legal and regulated by the Moldovian government, who issues licences to operators who meet all their requirements (Peter, 2016b). Currently, online gambling remains unregulated and operators are able to offer sports betting to residents with no opposition (Peter, 2016b).

Montenegro

Land-based and online sports betting are legal and regulated under the Law of the Games of Chance (2006). Operators who wish to offer sports betting are required to obtain a licence from the Game of Chance Administration.

Netherlands

Under the Betting and Gambling Act (1994; current amendment 2011) online and land-based sports betting is legalized and regulated, provided it occurs through one of the state-owned operators. All gambling activities are regulated by the Dutch Gaming Authority, who also possess the power to prosecute illegal

operators under this law (Goudriaan, 2014). The Netherlands has also been under pressure by the EU to cease the Dutch monopoly, which in its current form does not comply with EU laws (Jongmans, 2015).

Norway

The Norwegian Gaming Board regulates sports betting, with both land-based and online operations legal but controlled by two state-owned companies, Norsk Tipping and Norsk Rikstoto (Gambling.com, n.d.; The Gaming Act, 1992). Under the Payment Act (2010), the government can also actively block and fine unlicensed operators who try to offer gambling to Norwegians.

Poland

Under the Act on Gambling Games (2009; current amendment 2011), land-based and online sports betting is legal and regulated, with strict licencing procedures for online operators in place. The Polish government does not block foreign websites but has made an official announcement that anyone participating in foreign illegal gambling sites could be fined and prosecuted (Gates, 2011; Peter, 2016k).

Portugal

Decree Law no.64 (2015) legalized land-based sports betting, which is run via a state monopoly under license from the Department of Santa Casa da Misericordia de Lisboa (SCML; Goncalves, 2015). A recent decree, Law no.66 (2015) has also legalized and regulated online gambling. This law states that gambling operators must obtain a license from the Portuguese Gambling Inspection Service before offering their services to Portugal residents. This law also allows the government to actively block unlicensed operators.

Romania

Both land-based and online sports betting are legal and regulated by the National Gambling Office (Simion, 2015). The main legislation, Government Emergency Ordinance no.77 (2009) states that operators who wish to offer services in Romania, must obtain a Romanian licence and follow strict licencing requirements. Under this law, the government is also able to actively block unlicensed websites.

Russia

Under the Gambling Law, Federal Law, N244-FZ (2006; current amendment 2014) land-based sports betting activities are legal and regulated in only six designated gambling zones in Russia. Gambling operators who wish to offer their services are able to apply for a federal licence (Peter, 2016c). Sports betting activities are illegal outside these zones. On the other hand online sports betting is only legal through two state-run operators, overseen by the Ministry of Sport. However, this may soon change, as in early 2016 the first online sports betting licence was issued to a private business ("Russia considers new 10% online sports betting tax," 2016). Otherwise, sports betting is actively banned and individuals who are caught placing wagers on unlicensed websites or in land-based sports betting houses can be prosecuted (Peter, 2016c).

Serbia

The Games of Chance Act (2004; current amendment 2011) legalizes and regulates both land-based and online sports betting through the Games of Chance Administration (GCA; Dakić, 2011). Originally, online sports betting fell under the monopoly of the State Lottery, however an amendment to the act in 2011,

allowed other operators to apply for a gambling licence provided they operated a physical branch in the country (Gyaraki, 2012). The amendment also allows the government to block unlicensed foreign operators, however it does not prohibit individuals from playing on unlicensed websites.

Slovakia

Land-based and online sports betting activities are legal and regulated by the Ministry of Finance Gambling Committee (Act non.171 on Gambling Games, 2005; current amendment 2010). Operators who wish to offer either services must be granted an appropriate Slovakian licence (Swiss Institute of Comparative Law, n.d.-c). There are no laws to prohibit individuals from accessing foreign gambling websites (Peter, 2016d).

Slovenia

Land-based sports betting is only legal through the state-supported operator Sportna Loterija and is overseen by the State Office for Gaming Supervision (Makarović, Macur, & Rončević, 2011; Slovenian Gaming Act, 1995; current amendment 2013). A further amendment to the act in 2013 allowed Sportna Loterija to also offer online sports betting, while unlicensed websites remained blocked (Peter, 2016e). However, there are no laws that specifically criminalize betting on unlicensed websites. As a result of mounting pressure from the EU, Slovenia has recently set out to amend its gambling laws, which would provide limited licences to private operators who wish to offer sports betting in Slovenia (Gaming Intelligence, 2016).

Spain

All sports betting is legal and regulated in Spain, with regulation distributed between the state and Spain's individual regions (Directorate General for Regulation of Gambling, 2016). At a national level, the Directorate General for Regulation of Gambling (DGOJ) and The Spanish Gambling Act no.13 (2011) are the regulatory body and Act that licences gambling operators. These include all gambling forms (Jiménez-Murcia, Fernández-Aranda, Granero, & Menchón, 2014). Generally, national legislation only applies to online sports betting, as operators offer their services across regional borders, while regional authorities have legislative supervision over local gambling venues. To adequately cover this, the newest version of the act also includes the creation of the Gambling Policy Council with representation from both state and regional governments (Jiménez-Murcia et al., 2014).

Licences are required for both land-based and online gambling. Land-based licences are obtained from each individual regional authority, while online betting operators require two licences; a general licence to operate online, and a specific licence for the type of gambling they wish to offer (e.g., sports betting; Directorate General for Regulation of Gambling, 2016).

Sweden

Land-based and online sports betting are legal and regulated by the Gaming Board of Sweden (Lotteriinspektionen) under two acts, The Lotteries Act (1994; current amendment 2012) and The Casinos Act 1994 (O'Connor, 2015). These acts state that only licenced operators can offer gambling, however currently, the only licenced operator is the state-supported Svenska Spel. The government does not actively block foreign sites or prosecute players who use these sites (Peter, 2016f). Sweden's monopoly on sports betting is also currently not compliant with EU law and has been deemed so by the CJEU twice (European Commission, 2014), however no amendments to current laws have been made so far.

Switzerland

Under the Federal Act on Lotteries and Commercial Betting (SLA, 1923; current amendment 2011) land-based and online sports betting are legal provided they are carried out through the approved lottery provider Swisslos (Glärner & Muller-Studer, 2015). Swisslos only offers a type of sports pool game called Sporttip, where fixed-odds and parlay betting are not permitted (Peter, 2016h), except under specific Cantonal law at local live sports events and with a special licence (Glärner & Muller-Studer, 2015). Comlot Intercantonal Lottery and Betting Board is the licencing and supervising body for betting and was established by the individual Cantons (Swiss member states; Glärner & Muller-Studer, 2015). Even though there is a federal supervising body, each Canton has regulatory power over sports betting, and so has the right to ban a gambling product in its region, even if it is legal under Comlot. There are currently no Internet Service Provider restrictions in place in Switzerland, and gambling with unlicensed online operators is not illegal (Glärner & Muller-Studer, 2015).

Turkey

Under the Act XXXIV Gambling Regulation (1991), gambling companies require a licence from the Tax and Customs Administration to operate gambling in the country (Calvin Ayre News, 2014). Spor Tot is a state-owned operator, and currently the only licenced operator who offers both land-based and online sports betting through their game IDDAA (Peter, 2016g). In 2013, amendments to the gambling laws allowed the government to prosecute and block unlicensed operators and penalize those who use these operators (Peter, 2016g).

Ukraine

Land-based sports betting activities are illegal under the Gambling Prohibition Law (2009; current amendment 2011). A further amendment in 2011 rendered online gambling illegal as well, however the law does specify sanctions for locals who gamble on unlicensed websites (Peter, 2016i).

Great Britain

In Great Britain (England, Scotland, and Wales), land-based and online sports betting are permitted through licenced bookmakers. The Gambling Commission – an independent non-departmental body sponsored by the Department for Culture, Media and Sport – is the regulator under the Gambling Act 2005 who oversees gambling in Great Britain. The Commission provides operating licences in accordance with the Gambling (Licensing and Advertising) Act 2014 for land-based and online sports betting. Licences are required for online sports betting whether the sports betting technology (e.g., internet, telephone, etc.) is located within, or outside of Great Britain and if the product is advertised, and offered, to people in Great Britain (The Gambling Commission, 2016).

Northern Ireland

Although Northern Ireland is located within Great Britain, The Gambling Act has minimal application. In Northern Ireland, sports betting is licenced and regulated under the Betting, Gaming, Lotteries and Amusement (NI) Order 1985. The order does not specify regulations related to online sports betting. As the Order is out-dated, Northern Ireland is currently updating the existing regulations to more closely resemble the updated Gambling Act in Great Britain.

Ireland

Land-based and online sports betting activities are legal in Ireland via a licencing system under the Betting (Amendment) Act 2015. Licences can be issued to operators to carry out sports betting within Ireland, or to overseas operators to offer sports betting to the people of Ireland.

Discussion

The gambling environment has evidenced significant changes following the advent of technological advances in communication. In the context of a rapid globalization of gambling opportunities, regulatory frameworks and legislation continue to remain in a dynamic state of flux characterised by varied, inconsistent and uncertain requirements across international jurisdictions. In respect to sports betting, some jurisdictions within and across countries allow single-event, parlay and live betting to take place while others either restrict or prohibit it. In addition, despite prohibitions on sport betting in place in one jurisdiction, residents are still able to access regulated or unregulated sites offered in other jurisdictions. Accordingly, such residents may be, 1) exposed to sites that have varied standards of responsible gambling requirements, 2) exploited by unregulated operators, and 3) lost revenue due to untaxed funds transferred to international operators.

The decision to legalise or prohibit single-event sports betting will be influenced by several matters. Legalizing single-event sports betting, it can be argued, will provide a degree of legitimacy and approval of such betting resulting in increased participation rates. There have been concerns expressed that the legalization of single-event sports betting may lead to an increase in the prevalence of gambling and therefore gambling problems, and have serious societal impacts (Kindt, 2012). This argument has been fortified by reports of high levels of problem gambling among online bettors – of which the vast majority bet on sports (Henwood, 2011). On the other hand, legalising sports betting will allow greater degree of regulatory control by governments in imposing safeguards and harm minimization requirements when approving licences. Offering approved regulated sites can be seen as protecting local residents from exploitation by unregulated operators, and by retaining revenue on-shore.

There is also a perceived risk of increasing gambling-related crime. Despite concerns from the media and some political factions, the academic literature appears divided as to whether the legalization of gambling leads to an increase or decrease in crime (Williams, Rehm, & Stevens, 2011). Some academics suggest that legalizing gambling results in a reduction in illegal gambling, thus offsetting any increase in crime committed by subsequent increased numbers of problem gamblers (Arthur, Williams, & Belanger, 2014). The perceived risk for increasing, a) illegal activity and, b) problem gambling, remain the two primary arguments for the prohibition of single-event sports betting. These two perceived risks are explored in detail below.

Criminal aspects

Expenditure: Legal and illegal

The current prohibition on single-event sports betting in Canada is designed to prohibit Canadians from accessing and placing bets on the outcome of a single event. However, it is likely that such a prohibition might be unsuccessful in its objective. Despite its illegality many Canadians place single-event bets with overseas providers. The Canadian Gaming Association estimates that \$4 billion is paid to off-shore operators, compared to only \$500 million to official Canadian sports lotteries (Canadian Gaming Association,

2014). These figures suggest that single-event sports betting is popular among Canadians despite its illegality, and that large amounts of potential revenue are currently diverted to overseas operators at a loss to the Canadian economy.

The United States has experienced similar difficulty in prohibiting sports betting; while sports betting is illegal in almost all states, several billion dollars are spent every year by Americans on sports betting. Although there is no recent prevalence data on sports bets in the US (due to its prohibition in all states but Delaware and Nevada), the American Gaming Association estimates that 98% (\$93 billion) of sports bets placed in 2015-16 were illegal. This suggests illegality does little to discourage gamblers from engaging in sports betting (American Gaming Association, 2015).

Globally, sports betting is hugely popular, however many countries are yet to manage and regulate such bets due to the vast nature of the online market. While it is estimated that globally, more than 80% of sport bets placed are illegal, this equates to just over one third (34%) of the gross gambling revenue (GGR)¹. This is because the return rates among the illegal betting market are much higher than those in the legal market (close to 100%). As such, its worth equates to a little over US\$61 billion in GGR (International Centre for Sport Security, 2014). The total amount of money wagered (before winnings) however, is much higher.

The proliferation of the Internet has created opportunities for betting companies to not only operate legally in countries where sports betting is permitted, but also in countries where online sports betting remains unregulated, in a legally grey area, or where prohibited. This is able to occur for two reasons: 1) most countries prohibit operators from providing sports bets, but do not prohibit citizens from placing bets with overseas providers, and 2) it is nearly impossible to track online bets due to advances in proxy technology allowing users to block and bounce their IP address around the world. The online sports betting market currently accounts for nearly one third (30%) of the global GGR, with the vast majority of this revenue coming from Asia, followed by America and Europe (ICSS & Pantheon-Sorbonne University 2014). As such, it appears that despite efforts, prohibitions on sports betting have done little to discourage users from accessing and placing such bets in Canada, the United States, and around the world.

By far, the vast majority of illegal bets are placed within the Asian market. The illegal betting market in China amounts to ten times the value of the regulated market (Brown, 2013). China's illegal gambling market is said to be worth US\$600 billion a year, and one of the world's largest sports betting nations, albeit illegally (Chris Eaton, ICSS, cited in Porteous, 2016). Similarly, the unregulated market in India is worth around \$60 billion a year (Federation of Indian Chambers of Commerce & Industry, 2013), and Hong Kong's illegal sports bets are worth four times that of their legal bets (Fraser, 2014). As such, the unregulated Asian market represents a prime opportunity for criminal activity such as money laundering and match-fixing.

Match fixing

A ban on single-event sports betting exists because the risk of match fixing is said to be higher than in parlay (multi) betting. This is because only one outcome needs to be changed to alter the outcome of a single-event bet, whereas multiple events would need to be altered to manipulate the outcome of a parlay bet. From this perspective, the ban represents a key strategy to protect the integrity of sports.

Consequently, the primary threat to the integrity of sport is related to manipulations associated with bets where an athlete or official (referee) intentionally loses or alters his or her play/refereeing decisions to coincide with a bet or bets placed by a third party to the advantage of both parties (ICSS & Pantheon-Sorbonne University 2014). However, there is still a large proportion of match-fixing that is non-betting related (Gorse & Chadwick, 2011). One example is where an athlete manipulates an outcome (e.g., intentionally loses) in order to provide a non-financial, sporting advantage to the athlete or sporting team (e.g., proceeding to the next round without playing a challenging adversary).

Further, there is concern that in-play betting, similar to single-event betting, has created a new market for criminal manipulation because of the ease with which small events can be altered within a game (i.e., throw-ins, penalties etc.). However, because of the low liquidity of such bets (low volume of bets placed), these instances are unlikely to be worthwhile investments for corrupters (ICSS & Pantheon-Sorbonne University 2014).

Consequently, regulation of modern forms of betting such as in-play or live betting contributes significantly to reducing the risk of match fixing for such events. For example, Sportradar, a company dedicated to detecting and preventing match-fixing and betting-related fraud stated “Since European bookmakers restrict stakes, disclose client details to law enforcement organizations and even ban winning customers from betting, it is clear as to why match-fixers predominantly choose the Asian bookmakers to place their bets with” (Sportradar Security Services, 2015, p. 11). As such, it appears that betting-related match-fixing is predominantly an issue in countries where the betting market remains unregulated (European Gaming & Betting Association, 2014).

In lieu of match-fixing scandals, many countries have lifted prohibitions of various forms of betting, opening up the betting market. This was justified by an uptake in new forms of betting regardless of its prohibition, leading to offshore profits. For example, following match-fixing scandals in both France and Italy, both countries lifted prohibitions and expanded and regulated their betting markets (European Gaming & Betting Association, 2014), leading to a subsequent increase in local revenue.

Alternatively, alert systems have been developed to monitor fluctuations in odds, identify anomalies in betting patterns, and alert relevant authorities to possible manipulations. However, while such systems are helpful in deterring a proportion of criminal interest, these measures are often circumvented by spreading bets over multiple operators so as to avoid unusually high bets triggering system alerts (ICSS & Pantheon-Sorbonne University 2014).

Additional strategies for detecting criminal activity include complex statistical strategies that are used to identify deviations in the betting market when compared to market models. Such deviations are indicative of match-fixing and are predicted prior to the match taking place (Feustel & Rodenberg, 2015).

How single-event betting relates to problem gambling

Some political parties opposing the C-221 bill have argued that legalizing single-event sports betting will lead to an increase in problem gambling. Sean Casey, a liberal MP and Parliamentary Secretary to the Minister of Justice and Attorney General of Canada, is concerned that the country’s most vulnerable people will be most at risk if the bill is passed. He was quoted saying “statistics indicate that the cohort of

Canadians in the lower income bracket who gamble are the most vulnerable for experiencing problem gambling issues. Opposing this bill means protecting our most vulnerable citizens" (CBC News, 2016). However, no evidence has been provided to explain how legalising single-event sports betting will contribute to an increase in problem gambling among vulnerable citizens.

Presumably, one hypothesis may be that once legalized, the overall frequency of sports betting will increase thus statistically increasing the likelihood of new incidences of problem gambling. However, such vast numbers of Canadian bets are already being placed with offshore betting operators, so it is unlikely that rates of single-event sports bets will increase dramatically following its legalisation. Another argument is that those who bet on sports online have higher rates of problem gambling, and that legalizing single-event sports betting will increase the number of online sports bettors. However, again, it is unlikely that its regulation will encourage new sports bettors, rather, people who already gamble on sports online will also engage in single-event sports betting. Furthermore, problem gamblers are more likely to engage in multiple forms of gambling, and thus, gambling problems are more indicative of overall involvement in multiple forms of gambling rather than online gambling itself (Gainsbury et al., 2015; Hing et al., 2014).

Harm minimization guidelines

Although having a similar aim, prohibition and regulation differ in their methods to achieve harm minimisation. The first seeks to prevent gambling-related harm by prohibiting the behaviour, while the second seeks to reduce gambling-related harm by implementing and enforcing responsible gambling strategies. A review of illegal gambling expenditure indicates prohibition is not necessarily successful in reducing gambling-related harm because preventing behaviour in its entirety is a complex and difficult process, if at all possible.

Drawing on examples from evidence-based alcohol policies, Gainsbury, Blankers, Wilkinson Schelleman-Offermans, and Cousijn (2014) recommended a set of international gambling harm minimization guidelines. These researchers outline several measures to reduce harm among land-based and online gamblers and include policy recommendations for legal age limits, licencing, accessibility, pricing and taxation, and brief interventions. These measures are explained below.

Gainsbury et al. (2014) note that age limits appear to be an effective harm minimization approach to reducing problem gambling. However, internationally, there is variability in legal age limits, with many pacific countries such as Australia and New Zealand restricting gambling to those 18 years old and older, whereas the United States and many European countries limit gambling to those over the age of 21. The authors suggest that while both may reduce the likelihood of underage gambling, a higher age limit may be more appropriate given the brain is still developing between 18-25 before maturity and enhanced self-regulation (decreased impulsivity) is achieved.

Gainsbury and colleagues' paper also highlights the pragmatism of gambling licences, such that they provide opportunities for harm minimization strategies to be implemented and monitored. Some countries, like Australia, offer licences for some types of online gambling that require operators to provide responsible gambling initiatives. Such licences are intended to reduce the appeal of unregulated offshore operators who are not required to provide responsible gambling measures. Restrictions on opening times of gambling

venues were also described as having a small but significant effect on reducing gambling-related harm. The authors point out that while taxation on gambling products is likely to lead to a decrease in use, substantially high tax rates will lead to a shift toward use of illegal betting markets. They suggest that online providers should be taxed at a competitive rate comparable to the illegal market to discourage users from participating in illegal online gambling, where there is no guarantee harm minimization is a priority. Further, enforceable pre-commitment expenditure limits, reduced prizes, and brief interventions may also be used to promote responsible gambling and reduce gambling-related harm (Gainsbury et al., 2014).

Some further examples of current harm minimization legislation from countries that currently allow sports betting, including single-event betting, are:

Australia

In Australia, the Interactive Gambling Act (2001) prohibits television and radio advertising for online gambling. The Interactive Gambling Amendment (Sports Betting Reform) Bill 2015 was introduced in late 2015. This Bill proposed new gambling harm minimization measures relating to various areas of sports betting such as: requiring training for certain employees, self exclusions programs, and other areas related to privacy, transaction blocking, compliance and enforcement. In May 2016, this Bill lapsed at dissolution. Land-based sports betting is the responsibility of the individual states and territories in Australia and therefore harm minimization legislation varies across each jurisdiction.

Other examples of harm minimization approaches based on Australian legislation and relevant to sports betting include advertising restrictions, self-exclusion programs, and the provision of responsible gambling messages (e.g., *Interactive Gambling Act*, 2001).

Singapore

Singapore Pools, the government-established company that provides sports betting to Singapore residents, has a number of responsible gambling practices, as outlined on their website. The organization provides alcohol and smoke-free venues where patrons can place live bets, and includes responsible gambling ambassadors trained to identify and assist people who may be spending beyond their affordable means. All staff and retailers are required to complete responsible gambling training each year, and a self-exclusion database is available for all patrons who wish to ban themselves (or a family member) from their Singapore Pools account. The company also has restrictions on the design and play of their gambling products; including low minimum stake for lottery games, reduced jackpot sizes (\$10 million a few times a year), minimum age and income requirements to open an account (21 years old, \$30,000/year), budget setting features and self-exclusion options, no betting on credit, and no products targeted at those under the age of 18. Responsible gambling messages are also required on all betting slips and communication material (Singapore Pools, n.d.).

European Union Member Countries

The European Union sets out broad harm minimization guidelines for its member countries to focus on. Main strategies include: (1) Protection of minors from gambling, including precluding minors gaining access to gambling content, the implementation of age verification measures, and displaying notices of 'no underage gambling'; (2) Responsible gambling advertising which includes in it that age restrictions apply, that gambling can be harmful if not played responsibly and that risks can be financial, social or health related; (3) Problem gambling prevention and awareness and the availability of appropriate services; (4) Preventing

fraud and money laundering through cooperation between member countries; and (5) Safeguarding the Integrity of sports and preventing match fixing by having a coordinated response from public authorities, sport organisations, and gambling operators, having bet monitoring systems and reporting tools (e.g., hot-lines) in place, establishing conflict of interest provisions (e.g., ban for sports officials from betting), and running education campaigns (European Commission, 2012).

Germany

The Interstate Treaty on Gambling, which covers both land based and online sports betting in Germany, covers broad harm minimization objectives, including the prevention of criminal acts, ensuring the integrity of the sport, and the prevention of addiction or problem gambling. Gambling operators who offer their services in Germany are required to demonstrate that they have measures in place that: (1) address the protection of minors and other vulnerable groups (e.g., age verification); (2) promote awareness of the inherent risk and possible addictive nature of games of chance; (3) make available information on these issues and where to find help (e.g., signage, brochures and dedicated help-services); (4) train staff in detecting addictive or problem gambling behaviour; (5) can deal with anti-money laundering issues, transparent payment processes, and player identification problems (e.g., implement a risk management system); and (6) protect users data (Hofmann, 2015; TaylorWessing, 2014).

Nevada

In Nevada, gambling harm minimization provisions are established under Regulation Five (Operations of Gambling Establishments) in the Regulations of the Nevada Gaming Commission and Nevada Gaming Control Board. Licenced gaming operators are required to: provide information about problem gambling and provide the toll-free telephone number for the National Council on Problem Gambling, train employees who interact with gamblers to assist patrons in accessing information on problem gambling, and provide information to patrons about self-regulating personal finances. Additionally, **the Revolving Account to Support Programs for the Prevention and Treatment of Problem Gambling** (Problem Gambling Fund) was created by the Nevada Senate to allocate funding from slot machine fees to subsidize problem gambling treatment for Nevada citizens. Although these harm minimization initiatives are not explicitly stated in the sections on sports betting, these initiatives are required for all gaming establishments in Nevada and therefore are applicable to places offering sports betting.

Summary

Legislative requirements approving the nature, extent and type of sports betting, or its prohibition varies across international jurisdictions with no consistent core elements able to be distilled. The definition of sports betting and which activities it encompasses are not clearly specified; some include horse racing while others include bets on the outcome of elections, gender of royal babies and other non-sports related events.

There is a dearth of empirical evidence available to guide policy decisions in respect to the potential impact on revenue, criminal behaviours or gambling-related harms following the approval of single-event sports betting. Opposition to the Canadian private members Bill C-221, 'Safe and Regulated Sports Betting Act', that would permit Canadian province to approval single-event sport betting is founded on the expressed concern of increased match fixing and organized crime should single-event sports betting become legal, and the potential for increases in the prevalence of problem gambling.

Options for policy makers based on current data might include the maintenance of the status quo. The benefits are that new forms of gambling are not introduced, or that the government is perceived as sanctioning an expansion of sports betting. A disadvantage is that residents motivated to bet on single-

events will do so on overseas regulated or unregulated sites resulting in funds being transferred overseas (governments losing potential taxation revenue) and potential exposure to exploitation by unscrupulous operators. It can reasonable be argued that only a slight increase in the prevalence of gambling-related harm would emerge given that that sports bettors interested in single-event sports betting can already participate in this form of gambling.

An alternative option is to approve single-event sports betting. Approval and regulatory oversight has the advantage of consumer protection by incorporating mandatory responsible gambling requirements as part of licence agreements. In addition, governments benefit from taxation revenue and retention of gambling funds onshore. Most importantly, regulating single-event sports betting can provide an architectural structure that permits more effective monitoring, detection and prevention of illegal bets in the sports betting market. In essence, a strong argument for approval rests on the notion that governments in collaboration with gambling operators and judicial agencies more closely monitor patterns of betting and the detection of aberrant or deviant patterns that might signal match fixing. Maintaining the integrity of sports is fundamental to public acceptance of sports as an activity that is both fair and reliant on skills in determining outcomes. However, the detection of match fixing is difficult and can only be detected in an environment that is regulated and monitored by appropriate authorities vested with the task of maintaining integrity in sports.

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Appendix 1:

Jurisdiction	Country/State	Prohibition/ Regulation	Legality/ regulation status		Availability of betting types		
			Land based sports betting	Online sports betting	Single- event	Parlay	Pool/ Lotto
United States of America							
	Oregon	Full Prohibition	Illegal	Illegal	N/A	N/A	N/A
	Montana	Full Prohibition	Illegal	Illegal	N/A	N/A	N/A
	Delaware	Full regulation	Licensing system	Licensing system	No	Yes	Yes
	Nevada	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Australia		Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Asia							
	Afghanistan	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
	Bahrain	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
	Bangladesh	Full prohibition	Illegal	Illegal	N/A	N/A	N/A

Cambodia	Partial prohibition	Illegal (except in special economic zones)	Illegal (except in special economic zones)	N/A	N/A	N/A
China	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
Egypt	Partial regulation	One licensed operator	Unregulated	Yes	Yes	Yes
Hong Kong	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
India	Partial prohibition	Illegal (except in two states where regulated)	Illegal (except in one state where it is regulated)	Yes (in the states that regulate it)	Yes (in the states that regulate it)	Yes (in regulated states that regulate it)
Indonesia	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Iraq	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Iran	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Israel	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
Japan	Full regulation	Can only bet on select sports and through select operators	Can only bet on select sports and through select operators	No	Yes	Yes
Jordan	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Kuwait	Full prohibition	Illegal	Illegal	N/A	N/A	N/A

Laos	Partial prohibition	Illegal (except in special economic zones)	Legal one state owned operator	Yes (Online only)	Yes (Online only)	No
Lebanon	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Macau	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
Malaysia	Partial prohibition	Only legal for non-Islamic residents	Illegal	Yes- legal options limited	Yes- legal options limited	Yes- legal options limited
Myanmar	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Nepal	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
North Korea	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Oman	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Pakistan	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Philippines	Full regulation	State monopoly and in special economic zones for foreigners	State monopoly and special economic zones for foreigners Cannot legally place bets at home, only at betting stations	Yes	Yes	Yes
			Note- it is not illegal to bet on foreign websites currently			

Qatar	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Saudi Arabia	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Singapore	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
South Korea	Partial prohibition	State monopoly and can only bet on specific sports	Illegal	Yes	Yes	Yes
Sri Lanka	Partial regulation	Licensing system	Unregulated	Yes	Yes	Yes
Taiwan	Full regulation	State monopoly	State monopoly	Yes- limited to some sports	Yes	Yes
Thailand	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Tunisia	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
United Arab Emirates	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Vietnam	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Yemen	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Europe						
Albania	Semi regulation	Licensing system	Not strictly enforced	Yes	Yes	Yes

Armenia	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Austria	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Azerbaijan	Full regulation	State monopoly	State monopoly	Yes	Yes	Not mentioned
Belarus	Partial prohibition	Licensing system	Illegal	Yes (land based)	Yes (land based)	Yes (land based)
Belgium	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Bosnia/Herzegovina	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Bulgaria	Full regulation	State monopoly	Licensing system	Yes	Yes	Yes
Croatia	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Cyprus	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Czech Republic	Partial regulation	Licensing system	Not strictly enforced	Yes	Yes	Yes
Denmark	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Estonia	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Finland	Full regulation	State monopoly	State monopoly	Yes	Yes	Not mentioned

France	Full regulation	State monopoly	Licensing system	Yes	Yes	Not mentioned
Georgia	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Germany	Full regulation	State monopoly	Licensing system (according to law but none have been issued to private operators, only state backed operators)	Yes	Yes	Not mentioned
Greece	Full regulation	State monopoly	Licensing system	Yes	Yes	Yes
Hungary	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
Iceland	Partial prohibition	State monopoly and only for charitable causes	Illegal	No (land based)	Yes (land based)	Yes (land based)
Ireland	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Italy	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Kazakhstan	Partial prohibition	Licensing system	Illegal	Yes (land based)	Yes (land based)	Not mentioned
Latvia	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Lithuania	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Luxembourg	Full regulation	State monopoly	State monopoly	Yes	Yes	Not mentioned

Macedonia	Partial regulation	Licensing system	Unregulated	Yes	Yes	Not mentioned
Malta	Full regulation	Licensing system	Licensing system	Yes	Yes	Unsure
Moldova	Partial regulation	Licensing system	Unregulated	Yes	Yes	Yes
Montenegro	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Netherlands	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
Norway	Full regulation	State monopoly	State monopoly	Yes	Yes	Not mentioned
Poland	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Portugal	Full regulation	State monopoly	Licensing system	Yes	Yes	Yes
Romania	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Russia	Full regulation	Licensing system	State monopoly	Yes	Yes	Yes
Serbia	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Slovakia	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Slovenia	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes

Spain	Full regulation	Licensing system	Licensing system	Yes	Yes	Yes
Sweden	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
Switzerland	Full regulation	State monopoly	State monopoly	No	No	Yes
Turkey	Full regulation	State monopoly	State monopoly	Yes	Yes	Yes
Ukraine	Full prohibition	Illegal	Illegal	N/A	N/A	N/A
Great Britain England	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Northern Ireland	Partial regulation	Licensing system	Unregulated	Yes	Yes	Not mentioned
Scotland	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
Wales	Full regulation	Licensing system	Licensing system	Yes	Yes	Not mentioned
